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ABSTRACT

This report presents the Michigan State Board for Community College's public policy agenda for 1998. It presents five goals, which are supplemented with accompanying issue statements, policy statements, and objectives. Goal one: there should be increased access to community college education through comprehensive services for all Michigan citizens. Issues discussed under this goal include: access and cost, enrollment trends, and access and socioeconomic conditions. Goal two: community colleges should promote excellence in community college teaching and should provide a quality community college education through comprehensive services. Issues discussed include: continuing excellence, excellence in teaching and learning, performance indicators, student assessment and developmental education, education employability development plan, and faculty development through curriculum integration. Goal three: there should be a continuum of services and instruction among secondary schools, community colleges, and universities. Issues discussed under this goal include: student mobility, Tech Prep education, and postsecondary enrollment options. Goal 4: there should be an increase in communications with the community college leadership and stakeholders. Goal five: there should be increased state appropriations for community colleges. Issues discussed under this goal include: state appropriations, state aid adjustments for enrollment, special maintenance, tax increment financing authorities and tax abatement reimbursement, and capital outlay hardship option. Contains 11 references. (VWC)

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1998 GOALS, POLICIES, AND OBJECTIVES

To Promote Access to
Quality Comprehensive
Community College Services

October 3, 1997
MICHIGAN STATE BOARD FOR PUBLIC COMMUNITY COLLEGES
ISSUE STATEMENT AND GOALS

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1998 GOALS, POLICIES, AND OBJECTIVES

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MICHIGAN STATE BOARD FOR PUBLIC COMMUNITY COLLEGES
ISSUE STATEMENT AND GOALS

Since 1914, Michigan's community colleges have served the higher education needs of the citizens of this state. Grand Rapids Community College, established in 1914, was the first publicly supported two-year college in Michigan. By 1941, nine "junior" colleges were established as part of school districts. The singular purpose of these junior colleges was to provide the first two years of a baccalaureate program. Although freshman and sophomore-level instruction continues to depend on community colleges, the mission of these institutions has broadened to address other social and economic needs of the community they serve.

In 1947, the President's Commission on Higher Education brought the idea of "community junior colleges" into the mainstream of higher education when the Commission defined the community college:

"Whatever form the community college takes, its purpose is educational service to the entire community, and this purpose requires a variety of functions and programs. It will provide college education for the youth of the community, to remove geographical and economic barriers to opportunities and discover individual talents at low cost and easy access. In addition, the community college will attempt to meet the total postsecondary needs of its community."

The comprehensive community college that has evolved in Michigan was founded upon three basic elements: 1) equitable access to educational services for all persons in the community; 2) the removal of geographic and economic barriers which prohibit persons from benefitting from the service; and 3) the reasonable opportunity for the individual to discover and develop his or her talents at low cost.

The Michigan Constitution of 1963, Public Acts 193 and 287 of 1964, and Act 331 of 1966 are significant in terms of today's community colleges in Michigan. The Constitution of the State of Michigan provided for a State Board of Education whose duties include "leadership and general supervision over all public education . . . " and conducting general planning and coordination, which includes advising the legislature as to the financial requirements concerning this. The constitution also created a State Board for Public Community Colleges to advise the State Board of Education concerning general supervision, planning, and annual appropriations for support of the institutions. Further, it provides for locally-elected boards which supervise and control the college.

According to Article VIII, Section 7, of the Michigan Constitution of 1963, the Michigan State Board for Public Community Colleges has adopted the following agenda and priorities to guide its work in the upcoming year. While many of the goals and objectives are considered ongoing and inherent to the Board's responsibilities, the Board has identified specific goals and objectives on which to focus during 1998.

MICHIGAN STATE BOARD FOR PUBLIC COMMUNITY COLLEGES

1998 GOALS

The State Board for Public Community Colleges public policy agenda for 1998 is described in the following five goals and illustrated through the accompanying issue statements, policy statements and objectives. In formulating its public policy agenda, the Board utilized the recommendations of the Commission on the Future of Community Colleges, Michigan Community College Public Opinion Surveys, information contained in the Michigan Community College Data System and recommendations from community college practitioners. As a result of the Boards careful examination of what community colleges are today and which factors influence their future, issue statements were adopted as the State Board for Public Community Colleges major focus for 1998. The Board's goals support the theme of promoting access to quality comprehensive community college services.

Goal 1 There should be increased access to community college education through comprehensive services for all Michigan citizens.

Goal 2 Community colleges should promote excellence in community college teaching and should provide a quality community college education through comprehensive services.

Goal 3 There should be a continuum of services and instruction among secondary schools, community colleges, and universities.

Goal 4 There should be an increase in communications with the community college leadership and stakeholders.

Goal 5 There should be increased state appropriations for community colleges.

GOALS FOR COMMUNITY COLLEGES

GOAL 1: **There should be increased access to community college education through comprehensive services for all Michigan citizens.**

Issue statement: Access to an affordable comprehensive community college education is important if we are going to effectively compete within the rapidly-changing and growing global marketplace.

Student goals in a comprehensive community college will include the discovery of individual talents, completion of a certificate or associate degree, transfer to a university, developmental instruction, a single course of study, or a community service function. The term community is defined by the colleges to denote not only a region to be served, but also the climate to be created. Michigan must be able to meet the demands of businesses by maintaining a well-trained and technologically-oriented workforce.

Community colleges provide the majority of this training.

Affordable access to a community college education will enhance our quality of life, and provide industries and businesses with the necessary pool from which to draw new workers. Keeping the technical and academic skills of current employees updated could be curtailed if the price of such an education becomes too costly. The state's ability to flourish economically will, ultimately, diminish.

Issue: Access and Cost

Student access to postsecondary educational opportunities encompasses a wide range of issues and factors that include: funding, student socioeconomic conditions, geographical location and strong creative leadership.

During the last decade the proportion of state contributions has decreased although its importance has increased. These contributions have allowed a wide clientele low cost educational and social services opportunities. Among the clientele being helped are: young people preparing for careers, people in careers developing new skills, and seniors learning how to make their retirement productive and satisfying.

Student loans do not ensure access. Since the mid-1970s, the volume of student loans has soared. Increasingly, low income students are borrowing because Pell Grants, the major source of scholarships for the needy, have not increased at the same rate as college costs. The lack of growth in Pell grants has forced the lowest-income students to go into debt to finance their education.

- A Community College Geographic Access Committee began a study in 1990 that found:

- 79% of Michigan's adult population (19 years and older) reside within a community college district.
- 52% of Michigan's public school districts are within a community college legal taxation district.
- 78% of Michigan's State Equalized Value (SEV) is found within the community college legal taxation districts.
- 92% of Michigan's public school districts are within a community college service area (self-defined).
- Tuition rates today vary widely across the state.

In Fall 1996, the rates ranged from:

In-District: low of $36.00 per credit hour to high of $64.09

Out-District: low of $50.00 per credit hour to high of $107.32

- Over the last several years, Michigan community colleges have had mixed success in passing millage elections.
- Between 1968 and 1977, attempts were made to create statewide community college districts. the last ten years, however, there have not been any attempts outside of partial annexation.
- A majority of community college presidents surveyed favored a statewide annexation or districting plan.

The Michigan Community College Association has prepared an amendment to the Community College Act to assist existing community college districts to expand their current districts into non-district regions of the State. The measure did not pass the legislature in 1994-95. Legislation is currently pending that would allow three community colleges to expand their districts. Additional legislation was

proposed in 1997 to clarify the role of the chief executive officers and the delegatory authority of the local board of trustees. In addition, a measure was proposed to expand annexation options for certain community colleges.

Solutions to resolve revenue shortfall, unmet student financial assistance need, geographic access to community college comprehensive services, and availability of a community college education are dependent on leadership that can propose solutions that seek policy and financial support from local, state, and federal decision-makers.

Current guidelines for financing community colleges do not adequately reflect the community college student composition or the nature and level of services provided by community colleges due to the appropriated for the community college funding formula. There is an artificial cap on community college enrollments.

Implications: *As the proportion of the state's share decreases, local taxes and tuition rates increase. Ultimately we will end up with less access, when our goal is to increase access. Strong leadership will be necessary to initiate a re-examination of the state funding formula to be more sensitive to the population community colleges serve. When this change is brought about, access to community education will improve.*

Issue: Enrollment Trends

Since 1992, fall enrollments have declined by 11% at Michigan community colleges. The unduplicated student headcount has declined 10% after peaking in 1992-93.

As a result of these data, the Michigan Community College Data and Evaluation Committee has proposed to conduct a study that will look at:

1. enrollment trends;

2. the demographics of the changing student population

3. the factors affecting fluctuations in student enrollments, with a strong emphasis on changing and hidden markets. By uncovering and attracting untapped markets and eliminating barriers, community colleges within the State will ultimately increase access.

Implications*: An incorrect assumption could be made that the need for community college services has decreased.*

Issue: Access and Socioeconomic Conditions

Student socioeconomic conditions is one factor greatly influencing enrollment in postsecondary vocational/occupational education programs and ultimately the ability to obtain high wage employment. Changes in state and federal welfare law/policy since 1994 may be negatively

influencing those socioeconomic conditions by affecting income, child care assistance and other forms of assistance. Significant federal and state welfare law/policies currently affecting students are:

Federal Welfare Reform (Temporary Assistance to Needy Families Block Grant of 1996)

Vocational/occupational educational education (including at the postsecondary level) may count as the required work activity for a maximum of 12 months. Otherwise, the welfare recipient must work a minimum of 20 hours per week. Associate degree programs typically take two to six years to complete.

Thirty percent (30%) of a states welfare recipients who are required to work, excluding teenage parents, (rather than of the full state welfare caseload) may count vocational/ occupational education their work requirement. This reduces the number of students which may be counted for the rate requirements stipulated in the legislation.

Michigan Welfare Policy

Despite the allowance for vocational/occupational education to count as the federal work activity requirement for up to 12 months, Michigan as a general rule requires those students to work a minimum of 20 hours per week.

The federal legislation requires work activity only after the first twenty-four months of receiving assistance. However, all adult Michigan recipients must participate immediately in employment related activities or activities which will lead to self support (via a personal responsibility plan and family contract).

***Implications**: Decreased access will occur if students are required to comply with the modified work requirement, especially as it is implemented in Michigan. It reduces the opportunity for students to develop sustaining skills that will lead to quality employment opportunities.*

Issue Statement: At Risk

During Fall 1996, more than 545,454 students were enrolled in Michigan's colleges and universities. Of that number, eighty-four percent (84%) were enrolled in public institutions. Thirty-seven percent (37%) were enrolled in public community colleges, and forty-seven percent (47%) in public four- year universities. The largest populations of single parents, disabled, low income, career bound women, and educationally disadvantaged students enrolled in higher

education are in the community colleges. Community college enrollments span every adult age group and every cultural and ethnic facet of the community.

Community colleges subscribe to an open door philosophy that is based on the belief that education should serve all those who can benefit. This philosophy provides the opportunities for individuals to develop their talents to the fullest and encourages them to accomplish their individual objectives. The majority of community college students are working: seventy-five percent (75%) of full-time students and eighty-four percent (84%) of part-time students hold jobs. Less than three percent (3%) are below age 18; forty-nine percent (49%) are between ages 18 and 24; twenty-five percent (25%) are between ages 25 and 34; nineteen percent (19%) are between ages 35 and 49; and four percent (4%) are above age 49.

During the 1995-96 school year, the student enrollment in Michigan's community colleges totaled 384,715 (unduplicated). Of the total, 45,113 (12%) of the students declared themselves to be at risk. Of the at risk group, the categorical breakdown is: 4,630 (10%) were single parents; 4,539 (10%) were in programs non-traditional for their gender; 11,229 (25%) were economically disadvantaged; 19,966 (44%) were academically disadvantaged; 638 (1%) had limited English proficiency; 433 (1%) were in correctional institutions (county jails, parole, probation); 2,526 (6%) were disabled; and 1,152 (2%) were in programs to eliminate sex bias. This group only includes recipients of services through the Perkins Vocational and Applied Technology Education Act. Many more students within our colleges also need the same form of support services.

***Implications**: Continued support services for the large percentage of at-risk students is an essential component of access. Without the developmental courses and*

services, access would decrease significantly among the at-risk population.

POLICY: 1. Promote the concept of access to community college education for Michigan's citizens as fundamental to Michigan's education objectives and critical to the development of Michigan's human resources.

OBJECTIVE: 1. Collaborate with state leaders to enhance their understanding of the role community colleges perform in providing both higher education and human resource development. (In process)

2. Emphasize the importance of State legislation to increase student financial aid for both part-time and full-time community college students. (Continuing advocacy)

3. Sponsor the development of comprehensive practices/procedures in support of student access and success. (In process)

4. Advocate actions on the recommendations contained within the State Board for Public Community Colleges 1990 community college geographic access committee report. (Continuing advocacy)

5. Support a recommendation to sponsor a MCCDEC enrollment study. (In process)

6. Promote and support special programs and services aimed at helping those less advantaged individuals commonly referred to as At Risk populations. These populations need to gain access to and benefit from higher education. (Continuing advocacy)

POLICY: 2. Promote welfare reform laws/policies which improve student socioeconomic conditions conducive to accessing community college vocational/ occupational education and obtaining high wage employment.

OBJECTIVE: 1. Collaborate with State and federal leaders to identify and eliminate impediments that limit student success. Examples include: (1) amending the federal legislation limiting vocational/occupational education as counting for the work activity for only a 12-month period; (2) amending the federal legislation so that 30% of the full welfare caseload, rather than just those recipients **required** to work, may count vocational/occupational education as work activityfor the participation work requirement; (3) collaborating with state interagency committees and representatives of postsecondary vocational/occupational education, e.g., the Michigan Occupational Deans Administrative Council (MODAC), to relax the 20-hour work activity requirement for students and to provide for a 24-month period of receiving assistance without the work activity requirement, particularly if the recipient is enrolled in an occupational education program. (Continuing advocacy)

***GOAL 2*: Community colleges should promote excellence in teaching and learning through quality comprehensive services to students and the community.**

Issue statement: The mission of the colleges has evolved over the years to address social and economic needs of the community. A variety of programs, opportunities and supportive services are in demand. Faculty development must be directed to meet the total needs of student instruction and services.

Issue: Continuing Excellence

Questions of accountability lead to discussions about assessments and outcomes. In recent years, colleges have been operating under the scrutiny of outside authorities seeking accountability. The federal government, state executives, legislative leaders, and the general public are asking colleges to be more accountable in terms of the institutional effect on student learning.

The current Community College Appropriations Act requires that each community college shall report . . . the numbers and types of associate degrees and other certificates awarded for the previous year. Student success has been traditionally defined in terms of degrees conferred. For community colleges, this success measurement reflects the intent for twenty percent (20%) of the population.

As open admission institutions, community colleges enroll students with a wide range of educational objectives and backgrounds. In the *Fourth Michigan Community College Poll - A Former Student Perspective: An Opinion Survey of Former Community College Students Statewide* conducted in March 1995, former students were asked, What was your primary goal in attending that community college? Student responses were as follows:

32% planned to graduate and earn an associate degree

25% took classes to transfer to a four-year college

10% planned to graduate and then transfer to a four-year college

34% had some other goal, such as taking a certain course (14%) or learning a particular skill (9%)

The survey also revealed that seventy-nine percent (79%) of the students agreed that community colleges should require testing in the basic skills prior to admitting students into college courses. Survey results further indicated that seventy-six percent (76%) of community college students said that the community college guarantee was very important to them. The importance of this guarantee applies to a transfer to a four-year college or university or to be properly trained for a job.

Implications: *To guarantee student success, access should include an effective process that focuses on the institution's responsibility to help students succeed. Effective student assessment, coupled with developmental support, can improve student goal attainment.*

Issue: Excellence in Teaching and Learning

Excellence in teaching begins in the classroom through faculty members. Community college students expect the highest performance in classes which are creative and consistent with the learning objectives of the subject matter. Time constraints often restrict the professional development and recognition of faculty. More than two-thirds (2/3) of community college students and faculty are part-time. Therefore, teaching approaches which may work for residential, full-time students who are directly out of high school may not be appropriate for adult students with work and family responsibilities.

Implications: *Continuous assessment of teaching and learning is the key to examining and supporting quality in the classroom. The trend toward a higher concentration of part-time faculty will challenge administrators and faculty. Means will need to be found to assure their commitment to students, to continuously improve teaching skills, and provide high quality curriculum.*

Because there is an increased concentration of part-time students, there are increased challenges to faculty to support individual student goals and to provide quality education and supportive services for all students.

Issue: Performance Indicators

Demands for institutional accountability such as those from the state Department of Management and Budget and the Michigan Jobs Commission have prompted a community college proactive approach in the development of accountability measures, or *Performance Indicators*. In 1996 the Michigan Community College Data and Evaluation Committee (MCCDEC), Michigan Occupational Deans Administrative Council (MODAC), and the Michigan Community College Association (MCCA) joined forces to form the Performance Indicators Taskforce and began the development of core performance indicators to be adopted by all 28 public community colleges.

The Presidents Committee (MCCA) authorized the Performance Indicators Taskforce to propose a core set of community college outcomes accompanied by written definitions, data reporting requirements, and time lines for the MCCA board of directors adoption at the July 1998 Summer Workshop. Twenty-four performance indicators were proposed and rated by the presidents. As a result, the presidents authorized the further development and piloting of the first nine indicators. With the aid of MCCDEC, Michigan Community College Association for

Development and Research (MCCADAR) and other affiliate groups the taskforce is currently developing those nine indicators plus a tenth one that will be implemented as a pilot project in 1997/98.

Implications: *By implementing standardized indicators, college leaders will be able to evaluate and monitor performance on a consistent and regular basis for the purpose of improvement.*

Issue: Student Assessment and Developmental Education

Community colleges enroll a large number of academically able students. They also provide access for many students whose academic background renders them unlikely candidates for admission to four-year colleges and universities. By admitting these students and providing developmental and support services where needed, community colleges undertake one of the most difficult tasks facing higher education today.

The term developmental education is used in community college education to describe courses and services designed to assist academically under-prepared students to attain the skills they need to be successful in college-level courses. These developmental courses and services commonly include academic preparedness, diagnostic assessment and placement, general and discipline-specific learning strategies, and skills to overcome affective barriers to learning. Target populations include, but are not limited to, recent high school graduates and returning adults lacking college-level skills, working adults employed in business and industry, English-as-a-second-language students, or other college students who may elect to participate in developmental courses and services.

The Michigan Department of Education in cooperation with the Michigan Developmental Education Consortium is conducting their third study of student academic assessment and developmental education in Michigan's community colleges. The first study was conducted in 1988, and the second in 1990.

Preliminary findings of the current study indicate that some form of academic assessment is required by seventy-nine percent (79%) of the colleges for full-time credit students. Mandatory placement has increased in writing, reading, and math by at least ten percent (10%) in the past seven years, with a substantial increase in mandatory math placement from twenty-eight percent (28%) in 1990 to fifty-two percent (52%) in 1997. The eighteen to twenty-one (18-21) year olds represent the largest age group enrolled in developmental education courses. This represents an increase of five percent (5%) over 1990. The full set of survey responses are presently being analyzed. More detailed and extensive findings will be forthcoming.

***Implications**: There is an increasing number of students who are assessed as needing developmental education courses and services in order to meet their goals. College administrators and faculty members need to continually assess their institution's ability to meet these student needs.*

Issue: Education Employability Development Plan

It is difficult to measure student success. Although many Michigan community colleges offer student advisement and comprehensive student services to assist students, until recently there has not been a systematic method for students to plan their college and work opportunities and to confirm that they had achieved their goals.

In 1996, a model Education and Employability Development Plan (E/EDP) was developed. The E/EDP is a unique record of the educational path, assessment and work experiences necessary to accomplish a student's intent. It is the product of an organized, seamless, college-wide student support process.

The E/EDP is expected to provide students with a systematic approach to identify their goals, access the services and resources needed to assist them in achieving their goals and to confirm that they have accomplished them in a meaningful way. A guidebook was developed that explained the model E/EDP and how it can be used to provide students with an educational and employability development plan. The model provides the template that community colleges can use and adapt to their respective institutions. Student success is measured one student at a time, when the individual accomplishes the goals he/she has set for him/herself.

***Implications**: Students are more likely to persist in their education when their goals are directed and nurtured through the E/EDP process.*

Issue: Faculty Development Through Curriculum Integration

Within curriculum reform efforts, the proper balance between academic and job-specific preparation has been a topic of extensive debate for decades. The different viewpoints are not likely to be reconciled easily -- particularly if the dichotomy of the two persists on our college campuses. As long as we consider content to be either/or, there will be competition. Today's environment calls for an end of the competitive model and the nurturing of a collaborative model. The question is how can we most efficiently and effectively accomplish teaching both areas of the curriculum to the highest possible levels.

In 1995, Michigan community college teams of faculty (11 participating schools) began the process of integrating academic and occupational curriculum content, the goals and strategies for which have been jointly developed by faculty from different disciplines in traditionally academic and career specialty areas. To truly integrate the curriculum, these educators have moved from traditional classroom teaching and learning methods to integrating academic and vocational education. They have accomplished this through a reformed curriculum and a systemic change in the way teaching is conducted. Curricula of the academic courses have connected theories and concepts with life experiences and the occupational curricula has been redesigned to show the importance of general ideas and knowledge beyond the technical skills of occupations. Carl D. Perkins Vocational and Applied Technology Education Act consortium funds have been used for this activity. In order to continue and expand curriculum development efforts, grant applications to other funding sources are being written by a committee of community college representatives. One of these grants is to the National Science Foundation and will focus on integration of curriculum and continuous quality improvement in the industrial manufacturing programs in Michigan community colleges.

***Implications**: Community college faculty are creating new ways of collaboration to*

expand faculty and instructional development through curriculum integration.

POLICY: 3. The State Board for Public Community Colleges promotes excellence in community college education.

OBJECTIVE: 1. Support the development of postsecondary institutional performance indicators. (In process)

2. Encourage comprehensive assessment programs to assist students. (In process)

3. Encourage the offering of services and courses designed to assist academically under-prepared students. (In process)

4. Promote the use of technology in the learning environment. (Continuing advocacy)

5. Encourage faculty use of applied research to improve instruction and learning. (Continuing advocacy)

6. Promote the use of the postsecondary Education/Employability Development Plan at community colleges. (In process)

7. Promote the development of grants and activities to continue faculty development toward curriculum integration. (In process)

GOAL 3: **There should be a continuum of services and instruction among secondary schools, community colleges, and universities.**

Issue statement: Access includes reducing barriers within educational institutions. A seamless curriculum and elimination of gaps and duplication are essential to providing the best possible education to students.

Issue: Student Mobility

As defined in the State Board of Education **Goals 2000: Education for a New Century**, articulation issues arise when the different organizations educating the same students at different periods and levels do not coordinate their demands, assessments and expectations of students. This is especially likely to occur in the transition from high school to postsecondary education programs.

In the **Goals** document, the State Board of Education identified four problems that hamper articulation efforts. They are as follows:

Deficiencies in advising students of available student financial assistance.

Lack of sufficient high school preparation in various disciplines.

Lack of career education and advisement.

Duplication in high school and community college technical programs.

Furthermore, there is concern relative to student transfer between two- and four-year colleges. Issues

generally focus on the ease or mechanics of the transfer process and the amount of credit accepted by the receiving college. The ability to transfer learning is not a new issue. The tradition of independence and autonomy in Michigan's higher education community has created a strong belief that students should be able to transfer from community colleges to senior institutions without prejudice or penalty. Additional issues expressed by community college presidents, faculty, counselors, and admissions staff relate to course equivalency and course content.

***Implications**: Transfer agreements, attitudes, and competition between adult education and two/four year schools require improved communication and information sharing .*

Issue: Tech Prep Education

One vehicle to facilitate a continuum among educational sectors is the technical preparation education (Tech Prep) program. An appealing aspect of the Tech Prep program is the prospect of creating a coordinating function between public schools and community colleges. As a result,

high school students will be better prepared for the postsecondary education which will bolster their chances for successful job training and placement.

***Implications**: This type of coordinated and focused curriculum will improve access to postsecondary education.*

Issue: Postsecondary Enrollment Options

Effective April 1, 1996, Public Act 160 created the Postsecondary Enrollment Options Act (PSEO). The legislation modified and expanded on provisions in Section 21B of the State School Aid Act providing for the participation of high school students in dual enrollment and postsecondary enrollment options. Effective July 1, 1996, the School Code and the State School Aid Act were amended to require that the board of a school district or public school academy ensure that each student in the eighth grade or higher be given information about college-level equivalent or advanced placement courses. It also permits students in tenth grade to take the High School Proficiency Tests that would qualify them to take postsecondary courses. This legislation supports the statewide Tech Prep education efforts to create a seamless school-to-work educational system.

***Implications**: Postsecondary enrollment options provide an incentive for high school students to take course work at the college level and encourage students to pursue higher education after graduation.*

POLICY: 4. Encourage the advancement of high school/community college, community college/university transfers.

OBJECTIVE: 1. Encourage increased participation of high school students in postsecondary enrollment options as provided by law. (In process)

2. Collaborate with the State Board of Education to increase the number of community college students transferring to and graduating from baccalaureate colleges and universities. (Inactive)

3. Support the dissemination of student transfer information among high schools, colleges, and universities. (In process)

4. Continue to support and promote the Tech Prep Education program at the national, state, and local levels. (In process)

5. Encourage community colleges to work closely with K-12 and higher education institutions.

(Continuing advocacy)

GOAL 4: **There should be an increase in communications with the community college leadership and stakeholders.**

Issue: Communications

Article VIII, Sections 3 and 7, **The Constitution of the State of Michigan, 1963**, provides for locally elected boards which supervise and control the college. The Community College Act of 1966, Public Act 331, outlines the general powers of the community college boards. These general powers span the gamut of planning and constructing the college, having custody of the college, establishing tuition and fee structures, preparing the annual budget, investing funds, and levying taxes.

While the Community College Act clearly identifies the strong autonomy of local boards, the State Board for Public Community Colleges has the responsibility to provide information and support to facilitate strong, effective trustee leadership (Article VIII, Section 7, **The Constitution of the State of Michigan**, 1963). One method of assisting community college boards is to develop and implement a formal professional development program that focuses on the trustees' law-given authority.

Implications*: Community college trustees, presidents, and State Board for Public Community College members should improve their communications to understand and address issues and concerns that affect access to quality comprehensive community college services.*

POLICY: 6. Respond to the increasing need of community college trustees for professional development.

OBJECTIVE: 1. Continue to provide vigorous leadership in assisting community college trustees to successfully fulfill their role in governing the institution. (Inactive)

2. Encourage community college boards to adopt a policy regarding trustee education and new member orientation through formalized professional development objectives. (Inactive)

3. The State Board for Public Community Colleges will annually support a professional development program with the Michigan Community College Association. (Inactive)

4. The State Board for Public Community Colleges will increase communication with the Michigan Community College Association and individual community colleges.

5. The role of the community college trustee should be strengthened.

GOAL 5: **There should be increased state appropriations for community colleges.**

Issue 1: State Appropriations

Over $270 million is annually appropriated to community colleges for general appropriation purposes. A formula has existed since 1982, but it would have required $308,099,840, or $36,995,306 additional dollars in FY 1997-98, to fully fund. State appropriations to community colleges for 1997-98 reflected a 4.8 % increase. Three percent of the increase was distributed across-the-board with the balance being distributed by the Gast-Mathieu Funding Formula. In 1995-96, state appropriations accounted for only 33 % of general fund revenue at Michigan community colleges, while property taxes accounted for 34 % and tuition and fees 29 %.

Chart 1 indicates that in 1995-96, tuition and fees represented nearly one-third of the general fund

revenues supporting community colleges. This percentage was just over one-quarter in 1985-86. Attachment 1 demonstrates a ten-year history of the revenue sources as their percentage of total general fund revenue, as well as the actual dollar amounts.

From 1985-86 through 1995-96, tuition and fee revenue increased 82 % and property tax revenue jumped 145 %. During this same period, however, state aid revenue increased by only 48 %. Chart 2 shows the ten-year revenue history.

It is clear that there has been an erosion in the state's funding to community colleges. This erosion has translated into higher tuition costs to students and increased millage rates to district residents.

The State Board for Public Community Colleges continues to hold to its position that the state should adopt a 50/50 systematic partnership in community college funding. This partnership would require $361 million in appropriations, or $86 million more than appropriated by the legislature for 1997-98 and should be a primary goal expressed in legislation. The remaining 50 percent should be generated at a ratio of two-thirds local operating property taxes and one-third student tuition and fees.

Chart 3 illustrates the actual amounts from the three primary revenue sources for 1995-96. Chart 4 shows the proposed funding partnership. The state aid amount in Chart 4 was calculated by summing the actual 1995-96 primary revenue source amounts and dividing by two (hence the 50/50 partnership).

The State Board for Public Community Colleges supports the policy that the state become a more equal partner in the funding of community college services by supporting 50 percent of college revenues.

Issue 2: State Aid Adjustments for Enrollment

The Gast-Mathieu Fairness in Funding Formula, enacted in 1984-85, continues to influence the distribution of annual state aid. Approximately 70% of formula determinations are driven by enrollment variables. Major differences within the community college system necessitates that funding principles be re-established to assure an equitable distribution of state aid. Yet, because the formula has always been under-funded, state aid has not responded in a significant way to enrollment variables.

The funding formula determines a gross need by summing the Instructional and Non-Instructional Target Needs. The Instructional Target Need, determined by calculating the most recent costs per student contact hours, comprises 47 % of the gross need. With the two-year gap between available data and appropriation decision making, it is evident there is not a strong relationship between funding and enrollment changes.

Over 70 % of all new jobs will require some level of postsecondary education. Although roughly $17 million in Carl D. Perkins Vocational and Applied Technology Act funds are available for community colleges, much of the funding must be targeted to special populations. The need for new funds to support the tremendous demand for occupational courses, especially in the area of employer customized training and retraining, necessitates a serious evaluation of new sources of funding.

Unquestionably, one of the most often cited principles which policy makers and college administrators agree upon is the need to recognize enrollment changes in state aid allocations. Given the fact that the formula has repeatedly been under-funded and has, therefore, not responded in a significant manner to enrollment fluctuations, it appears that there is a need to restructure state aid to place more importance on funding enrollment.

The State Board for Public Community Colleges recommends that state aid to community colleges for 1998-99 place a funding incentive within the formula for those colleges that experience enrollment increases.

Issue 3: Special Maintenance

The state has not always funded special maintenance needs at the community colleges. Many buildings built in the 1960s are deteriorating and must be maintained to avoid long-term irreparable damage. In 1994, the legislature allocated special maintenance funds to community colleges based on a formula developed by the Department of Management and Budget and supported by the colleges. The legislature also appropriated $2 million for major special maintenance by community colleges in 1997-98.

The State Board for Public Community Colleges recommends that the state legislature continue the funding of special maintenance needs at community colleges by means of an annual appropriation.

Issue 4: Tax Increment Financing Authorities and Tax Abatement Reimbursement

The Michigan Department of Education annually collects data from the community colleges on revenue lost due to Tax Increment Financing Authorities (TIFAs) and Tax Abatements. Statewide revenue lost 1995-96 from the various incentives affecting college tax bases equaled $11.3 million. Colleges now collect property taxes on the Taxable Value rather than the State Equalized Valuation (SEV). Taxable Values are generally lower than SEVs. The state should hold community colleges harmless from the impact of these foregone tax revenues.

The legislature appropriated $288,500 for fiscal year 1997-98 reimbursement to community colleges for property tax revenue lost due to Renaissance Zones. The legislature also mandated (in Public Act 85 1997) that the Department of Treasury conduct a study of revenue losses by community colleges due to Tax Increment Financing Authorities and Tax Abatements. An annual line item appropriation replacing the lost revenues identified in this report, as well as those for Renaissance Zones, should be budgeted.

The State Board for Public Community Colleges recommends that the legislature reimburse community colleges on an annual basis for revenue lost due to Tax Abatements and Tax Increment Financing Authorities, as well as Renaissance Zones.

Issue 5: Capital Outlay Hardship Option

Capital outlay funds from the state legislature have increased in recent years, but community colleges have fallen substantially behind in repair and maintenance of facilities and in replacement of obsolete equipment. Prior to the Headlee Amendment in 1978, college boards could bond for capital needs. The state constitution now requires voter approval for all bonded indebtedness supported by taxes.

Current state policy requires community colleges to provide at least 50% of the revenue necessary for capital construction projects. While the basic state aid allocated to community colleges for operations has always tried to factor into the funding formula some consideration for local tax base variances, the capital outlay process has not recognized local ability to raise the 50% share. Consequently, one community college seeking to raise $3 million for its share of the cost for a new building would only have to receive voter approval for 0.1 mill while another college would have to receive approval for 15 mills.

The State Board for Public Community Colleges recommends that the legislature recognize the considerable imbalance in ability to pay for capital construction projects at community colleges by providing additional state aid to those institutions whose tax base is very low.

***Implications**: There is a need for stronger advocacy concerning increased state appropriations to Michigan community colleges.*

POLICY: 7. The State Board for Public Community Colleges will work with the State Board of in advising the Governor and the legislature regarding the financial requirements of community colleges.

OBJECTIVES: 1. Collaborate with community colleges and their associations to identify strategies that call attention to the cost-effectiveness of a community college education, while emphasizing the role community colleges play in the educational and economic development of the state. (Continuing Advocacy)

2. Coordinate efforts among the community colleges and with their associations to influence the state and national budget process. (Inactive)

3. Encourage the development of alternative methods of securing capital outlay monies to improve and strengthen the community college infrastructure. (Continuing Advocacy)

4. Renew efforts to expand bonding by local community colleges' board of trustees. (Continuing Advocacy)

5. Support continuation of community colleges in the state's building authority of state pool bonding for construction. (Continuing Advocacy)

6. Encourage increased funding of community college technical education. (Continued Advocacy)

7. Collaborate with the legislature to provide reimbursement to community colleges for revenue lost due to Tax Abatements and Tax Increment Financing Authorities. With the new Renaissance Zones legislation, community colleges are reimbursed for lost revenue. (In Process)

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This document indicates the status of each objective. The status is indicated as either in process, continuing advocacy, or inactive (future initiative).

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